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ABSTRACT

Drawing on evidence from literature on professional development of teachers in Australia, this document discusses the essential aspects of inservice education and provides a checklist, with illustrative applications, by which to design and evaluate inservice education proposals. The checklist is based on four sets of assumptions relating to identification, conceptualization, setting, and design of inservice education programs. These assumptions are explored first through a discussion of issues related to the definition of inservice education, where a typology is proposed, based on three orders of learning: reorienting, initiating, and refining. Issues related to conceptualization or justification of inservice education are next addressed, followed by a discussion of issues related to three aspects of the setting: sponsorship, involvement in planning, and school climate for adult learning. Issues related to design include the characteristics of successful learning groups, learning incentives and rewards, and optimum learning experiences. The latter part of the document consists of the checklist itself, followed by a series of sample inservice proposals using this checklist. A seven-page list of references is provided. (TE)

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Checklist for Designing or Evaluating Inservice Education Proposals

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Department of Education, University of Queensland, St. Lucia, 1988.

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CHECKLIST FOR DESIGNING OR EVALUATION INSERVICE EDUCATION PROPOSALS

INTRODUCTION

In periods of economic restraint inservice education is particularly vulnerable since it is neither essential to maintaining the current quality of schooling nor politically rewarding in the same way as reductions in class size the provision of buildings and materials or mounting programs to meet current crises. However, changes, either to revise or to maintain the services provided by a schooling system depend upon teachers learning new practices (Fullan, 1982). In the current period of economic regeneration in Australia and the concomitant changes in schooling, teacher inservice education is therefore a major priority.

To gain government support in the current climate proponents of inservice education need to be able to demonstrate the worth of proposed programs and structures, their likelihood of success, and the actual outcomes, that is, the actual success or failure. To determine worth is to decide the value of and to assign a priority to a given set of activities; to determine success is to establish the attainment of set goals (Fenstermacher and Berliner, 1985).

Two studies of the governance and delivery practices in Queensland government and non-government schooling sectors (Logan, 1987; Sachs and Logan, 1987) found that criteria on which the worth and likely success of programs were judged tended not to be made explicit beyond the funding organization. A search of the literature confirmed that the procedures for making evaluations of proposals had not received extensive attention.

This document sets out dimensions that are important for designing and evaluating inservice education training programs. Evidence is drawn from the relevant literature on the professional development of teachers. The conditions which seem to make for success or failure are identified. Analysis of the literature points to a profile of successful programs which should be discernible at the proposal stage. To this end, a profile checklist is presented with some illustrative applications.

DEVELOPMENT OF THE FRAMEWORK

The examination of exemplary programs in Queensland (Logan, 1987; Sachs and Logan, et. al 1987) identified a list of desirable practices and administrative structures. These were grouped and labelled to give a framework. However, this framework was not sufficiently focused to promise a satisfactory degree of discriminatory power.

Fenstermacher and Berliner's (1985) work based on the following four questions provided a basis for revising the framework:

1. Is it a staff development plan?
2. Does the proposal have worth?
3. Are the conditions for merit being met?
4. Are the conditions for success being met?

Fenstermacher and Berliner's framework has limitations. The characteristics they identified did not match wholly with those identified from the Queensland studies of exemplary programs. Also, it did not allow applicants to make a short statement of intent to test sponsor interest before investing resources in developing a detailed proposal.

Fenstermacher and Berliner's notion of definition was broadened to include scope, that is, the difference in order demanded by each program. We have reconceptualized definition as **identification**. The central issue of worth, their second question, is taken here to be the means to compare the statements of intended outcomes in a program with those outcomes valued by the sponsoring agency. One way to ascertain a proposer's intent is to require a statement justifying the social or school improvement issue being addressed and the nature and scope of the intended change. In other words to acquire the paper to conceptualize the social and educational issue and implications being addressed through the proposed program. This is referred to here as **conceptualization**.

Setting, Fenstermacher and Berliner's third question refers to the affect of organizational characteristics on teachers as learners. This idea is retained but with characteristics identified through our field studies added to the indicators of likely successful learning contexts from in the literature.

Given the predictive function of our profile checklist, Fenstermacher and Berlinan fourth question was rephrased to read 'What is the likelihood of success indicated by the program design?' and labelled **design**.

The framework was, refined by investigating good practice in rural regions in northern New South Wales and northern and southern Western Australia.

EVALUATION CHECKLIST

The checklist is based on four sets of assumptions clustered under the headings, identification, conceptualization, setting and design. Identification and conceptualization relate to worth, while setting and design relate to likelihood of success. These assumptions are explored by addressing four questions namely:

1. Is it an inservice education program? If so, what type is it? (Identification)
2. What are the societal and educational goals it serves? (Conceptualization)
3. What are the characteristics of its setting? (Setting)
4. What is the program's likelihood of success? (Design)

Answers to these questions provide data on which to make judgments about worth and likely outcome(s).

ISSUES RELATED TO IDENTIFICATION

This section addresses two questions, Is it an inservice education project and if so of what type?

Definition

A definition set by the sponsor is used to make a decision on whether or not the proposed program is an inservice education project? The following definition is used in the illustrative applications of our checklist later in the document.

> (Inservice education is) the continuing occupational development of professional teachers and other categories of staff employed in schools and school systems; and the ongoing preparation ofparents and other interested citizens for productive membership of school communities.
>
> (Boomer undated p1)

A Typology of Inservice Education

Needs and their assessment occupy a prominent place in both the literature and practice of inservice education as a basis for both program categorisation and development (eg, Jackson, 1971; Eraut, 1972; James, 1972; Howey, 1976; CERI 1982). However, there are reservations about the efficacy of approaches that emphasize needs as the critical determinant of inservice curricula. Bolam (1982) comments that the difficulty of identifying needs with individual teachers and school staffs is partly due to the time required and partly to the unwillingness of practitioners to open their practice to observation. Eltis (1981) found organizational constraints such as size and complexity, lack of appropriate technology and structures, and the tendency for teachers to equate `need' with `failure' and therefore not something to communicate to superiors.

Further limitations are suggested by the adult development literature. Bents and Howey (1981), for instance, claim that the significant proportion of teachers oriented towards the practical and the specific have difficulty identifying their own inservice needs.

Classification of inservice education activities based on credit and course structure is a second common typology. While this serves some administrative ends well, such typologies limit the range, access and recognition of the inservice available through heightening divisions and differences between award/non award, formal/informal, and institution/school based programs.

Location a third criterion commonly used for categorizing inservice education activities, also has limitations as the basis

for a typology. Associating professional development predominantly with a specific site, suggests distinctive practices and theories peculiar to that setting. Neither the field studies nor the teacher development literature support such a view (Logan, 1987).

The significant element common to school development activities is individuated and collective learning through examining experience and practices both current and past, and inside and outside schools. Taking experiential learning rather than location as the organizing focus promises the following benefits:

1. People learning how to transform their classroom and school settings, and also learning from transforming these setting is made the central focus.
2. Community and individual development is located within broader theories of organizational, adult and professional development.
3. Partitioning professional development by location, process and end (e.g. school-tertiary institution, non-award award, informal-formal) is avoided.
4. Overemphasising one approach to professional development is less likely.

We therefore used learning as the organising concept for a typology of inservice education activity.

From the needs and administrative typologies three orders of learning served by inservice education were identified: reorienting, initiating and refining.

Reorienting extends Joyce and Showers' (1980) concept of 'retuning' to include both staff developing the capacity to make significant revisions to their current practice as well as their participation in award and non-award programs designed to prepare them for specialist roles. Programs designed to reorient practice are major adult curriculum projects. Programs designed to refine practice, while requiring careful planning and execution, are of a lesser magnitude. Initiation programs are linked to reorienting programs. Social initiation describes actions to facilitate the social adjustment of a novitiate to a new position and/or new setting. Technical initiation is concerned with the incorporation of new ideas and practices learnt through reorienting programs into classrooms and school life. The three orders of learning and their relationship are elaborated below.

Reorienting: to increase people's capability to:

a) carry out new schedules of duties occasioned by promotion or transfer to specialized positions; or

b) effect significant changes to current practice occasioned by the introduction of new teaching methods, different working conditions, changed management procedures or revised expectations, (eg, demands made by new curricula, technology, procedures, buildings, catering for different populations.

Initiating: to induct

(a) novitiates into new positions eg, principals on promotion, specialist staff on first appointment, (social initiation), or

(b) new ideas and practices into the repertoire of practitioners (technical initiation).

Refining: to strengthen and extend the role encumbent's current practices.

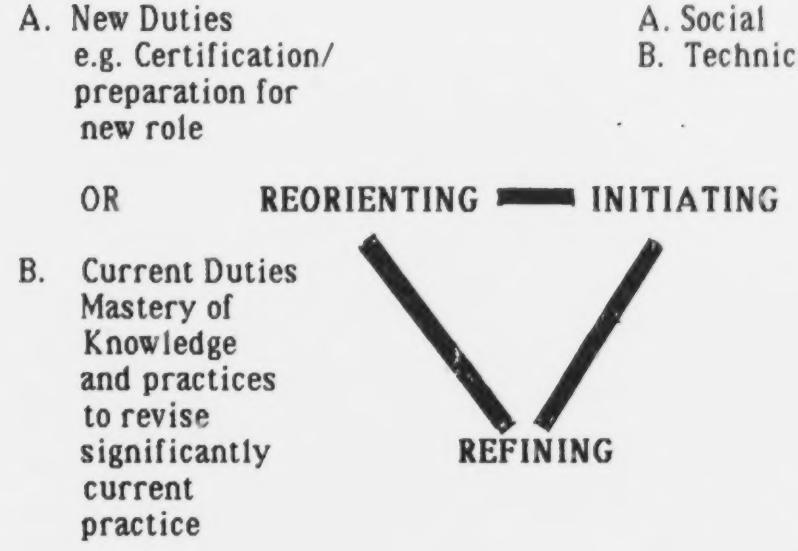

Figure 1: Typology of Inservice Education Activity

The aim in each section of the report is to frame questions that raise the significant issues identified through investigating each topic. Issues pertinent to definition and type are raised by the following two questions.

1. Is this an inservice education project? Yes... No ...
2. What type of program is it? Reorienting (current duties)..
   Reorienting (new duties)..
   Initiating (new position)..
   Initiating (new practice)..
   Refining (current practice)..

ISSUES RELATED TO CONCEPTUALIZATION

Conceptualization describes and justifies the contribution of an inservice program to the implementation of social policy or to school improvement. It addresses our second question,' What are the societal and educational goals the program serves?'

Fox (1980) claims that inservice education is typically supported by governments for three reasons.

1. To stimulate professional development.
2. To improve school practice.
3. To implement social policy.

The third reason, implementation of social policy, can be seen to subsume the other two. Education is a societal enterprise. Whether one views education as inducing social reform, responding to societal change, maintaining the status quo, or working to restore a previous state it is concerned with structuring and restructuring social worlds (see Young, 1971, Bernstein, 1977; Apple, 1979) . The purpose of improving schools and stimulating professional development is, on this view, to increase the capacity of institutions and individuals to contribute to the process of societal restructuring. That is, the purpose of professional development is to assist with social policy implementation through school improvement.

On the other hand, an argument can be mounted to support funding inservice activities which have no immediate bearing on specific social policies and issues. Schools and individuals need to develop and to maintain their capacity for renewal in order both to improve the quality of current services and to meet new

demands. Determinants of an institution's renewal capacity include administrative competence, staff cohesiveness, staff problem solving capabilities, task completion attitudes, adequate support (Heckman, 1987), interaction and communication, collaborative planning and implementation, a guiding value system, and sensitive leadership (Fullan, 1985). These characteristics of a renewing school culture are achievable through a planned long term curriculum of inservice education. In economic terms, these school improvement inservice programs are a capital investment. Without such investment schools are unable to fulfil their potential in social policy implementation as and when required at some future date.

Explicating the nature of the relationship between inservice education, school and classroom change requires further research but the current knowledge points up an important distinction of difficulty between inservice education programs designed to change individual's teaching practices and those designed to address 'school' practices. However, whether the focus is school or individual development, justification of such programs requires that two questions be answered.

a) What is the general educational significance of the issue being addressed?

b) What is its specific significance in this case?

The final component in this section is a statement of intended action towards the issue.

Intentionality is made explicit through an outcomes configuration statement. A configuration represents the operational pattern intended to result through the program (Logan

and Dempster, 1986; Heck, Stiegelbauer, Hall and Loucks 1981). In this context it consists of:

1. Statements of the planned outcomes at each appropriate level (system, school, individual), in terms of practice by the participants, organization changes, student activities, or the development and employment of materials.
2. A rating of the importance of each statement for the program's success as 'essential' 'desirable' or 'optional'.
3. Statements of the evidence for the appraisal of each outcome, plus how evidence is to be gathered and used.

The format for a configuration is shown in Figure 2.

Configuration Statement Outcome	Rank	Evidence	Collection and Interpretation of Evidence
1. Teachers and principals plan mathematics units suitable for their Aboriginal students	E	Materials student performance	Materials, teacher constructed tests, student achievement
2. Teachers and principals leave new teaching and curriculum development skills	E	Materials, Teaching practices	Observation and reported practice

Figure 2. Inservice Program Configuration Format

The statements justifying the issues addressed through the program plus the configuration of intentionally provide the information on which to judge the program's worth (that is, to assess the match with the sponsor's current preferences) and to assign it a priority. The following four questions raise the main issues identified in this section.

1. Does the program address Social Policy? .....
   School Improvement? .....
   Individual Development? .....
2. Is it school focused? .....
   classroom focused? .....
3. Is the configuration of outcomes realistic with respect to goals, and to the collection of evidence?
   Goals: Yes... No...
   Evidence: Yes... No...

4. To what degree do the expected outcomes match the priorities of the sponsor? High ... Medium ... Low ...

Assessment of programs with a low priority ceases at this point.

ISSUES RELATED TO SETTING

Contexts influence the way people think about and practice schooling, their sense of power to change, and their predisposition to participate in inservice education activities (Connell, 1985; Grant and Sleeter, 1985). Three aspects discussed are sponsorship, involvement in planning, and school climate for adult learning.

Sponsorship

Sponsors exercise discretion over resources and rewards at central, regional and school level. The field studies corroborate the crucial role of sponsorship in promoting and maintaining change and inservice programs recorded in the literature (McLaughlin and Marsh, 1978; Huberman and Crandall, 1983; Fullan,

1985). Huberman and Crandall (1983) identified sponsorship practices of central office staff which promoted change included scanning, adapting and advocating recommended practices, directing support staff, training principals and resource teachers, advocating the adoption of innovations from outside, and promoting the development and spread of local innovations. Fullan (1985, 418) concluded that at the district level, the superintendent/ inspector:

> looks for a number of leverage points, depending on the conditions and employs several simultaneously - working with principals, professional development of teachers, figuring out ways of maximizing interaction, and creating commitment -in short, establishing a number of footholds, promoting them incrementally in mutually reinforcing ways in an attempt to generate school improvement.

No single tactic is sufficient or inherently superior to any other per se but successful sponsorship by central office staff in the field studies appear to be highly related to the sponsor's sensitivity, flexibility and knowledge of the situation.

School level sponsorship by the principal (Leithwood and Montgomery, 1982; McLaughlin and Marsh, 1978; McEvoy, 1987) or by another member of the school administration (Logan and Sachs, 1986) exerts a significant influence on an inservice program. Sponsors exercise three types of support, managerial, technical and psychological. Managerial includes attending to procedural matters includes, funds, release time, communications; technical eg, providing commentary, assistance and demonstration; and psychological includes, recognition and acknowledgement.

Colleagues are a third source of sponsorship. Logan, Carss and Dore (1979) studied the post-course school focussed activities

of teachers who had completed an 150 hour training program as staff based subject resource teachers. The major factors facilitating these teachers carrying out the role included the attitudes of colleagues, course materials and the school administrators. Major inhibitors were the attitude of colleagues, time and school organization for curriculum development. Significantly, the attitude of fellow staff members was the only factor to rate highly both as an encourager and a discourager.

Effective sponsorship involves more than administrative sanctioning and token support. It recognizes that the process of changing practice is anxiety laden; requires tangible, long-term managerial, technical and psychological support; and involves incremental mastery of concepts and skills in order for new ideas and procedures to be personalized and institutionalized. Successful sponsorship, as Fullan notes, is multi-faceted and comes from multiple sources.

The Rand Study (McLaughlin and Marsh, 1978) found that teacher commitment to a change project is influenced by the sponsorship of the district and project staff, planning strategies and the scope of the proposed project.

Inservice education has focused on the development of commitment 'up front' through involvement in problem identification interests, wants, needs, decision making and in developing new materials and strategies (eg, Karmel, 1973; Bentzen, 1974; Berman and McLaughlin, 1975; Joyce, 1976; Logan, 1976). The 'up front' models are based on the premise that gaining acceptance, enthusiasm and commitment prior to adoption or mutual adaptation is an essential precursor to success.

Alternatively, it has been shown (Crandal, 1983; Guskey, 1985) that significant change in teachers' beliefs and attitudes develops after they successfully use a new practice. Crandall (1983, 7) reports:

> We found that with clear, direct leadership from building and central office administrators, training by a credible person in the use of a practice that was known to be effective, and continued support and assistance, teachers tried the new practice, mastered it, saw results with their students, and developed a strong sense of ownership. And this with little or no early involvement in problem solving, selection, or decision making.

The case accounts and collaborative interviews also reflects apparent contradictions over degree of commitment and source of initiation. While commitment appears to be commensurate with perceived success, there was no consistent relationship in the field studies between source of initiation, management and structures, time requirement or location of course. These appeared to be of minor importance if programs were perceived by teachers to be coherent, relevant, practical and conducted by credible, concerned people.

Involvement in Planning

The Rand Study also examined the relationship between teacher and administrators' commitment to a change project and involvement in planning. Four styles of initiating management were identified: top down, grass roots, no planning and collaboration. Only collaborative planning generated the broad based institutional support necessary for effective learning through 'mutual adaptation'.

Reports have consistently recommended co-ordination as a central principle for teacher education administrators and planners (eg, Auchmuty 1980; Schools Commission 1985; Schools

Commission/CTEC 1986). Fry (1987, 65) claims:

> 'Coordination' comes to mean 'control', 'regulation', 'rationalisation', 'avoiding duplication', and 'implementing Commonwealth priorities'.

Whatever the truth of Fry's statements, the reports have failed to distinguish between the different meanings of terms, and to explore the implications for practice.

Hord (1986) examines the organizational implications of co-operative and collaborative models. She views 'co-operation' in terms of instances where individuals or organizations enter into an agreement to work together, but which is perceived by the second party to be of more importance, benefit and interest to the initiator. 'Collaboration' is conceptualized as:

> the development of the model of joint planning, joint implementation, and joint evaluation between individuals or organizations
>
> (New England Program in Teacher Education cited in Hord 1986, 23)

Hord argues for collaboration over co-operation, and warns that debilitating conflict usually ensues when participants are unclear which model is in process, with some people working on co-operative principles and others on collaborative expectations. She states:

> The necessity for clarifying expectations of the participants is of paramount importance - not only the expectations of rewards, but expectations of goals, of commitments from each sector, and of procedures. These decision points frequently become the critical dilemmas that force a choice of the cooperative model rather than the more demanding collaborative one.
>
> (Hord 1986, 25)

How co-operation develops into collaboration is a significant area for research related to teacher commitment and the development of self-directed independent professional learners.

School Climate for Adult Learning

Adult learning is best promoted in a setting characterized by collegial respect; sensitivity; communication about ideas, practices and problems; a respect for professional learning; time to reflect; and access to resources (human, electronic, print) (Sprinthall and Thies-Sprinthall, 1983; Hunt 1974; Knowles, 1973; Wood, Thompson and Russell 1981; Fielding and Del Schalock, 1985).

The following four questions draw attention to the main issues raised in this section.

1. What managerial, technical and psychological sponsorship will be provided by central office, district office, school?
2. Is the program based on gaining prior or post-facto commitment?
3. What are the means for teachers to exercise ownership and responsibility through collaboration?
4. Do the work conditions allow adequate time for learning?

ISSUES RELATED TO DESIGN

Inservice education is viewed as an adult curriculum activity based in the field of experiential learning. The central issue here is, 'What is the likelihood of the program's success?'.

Learning Groups

Inservice programs are collectivities formed for periods of varying duration to achieve a specified task. One effective collectivity is the small, temporary group bonded by exploring aspects of a single issue through a series of structured meetings designed for members to reflect on and to plan their practice in disciplined ways. The field studies identified the following six characteristics common to learning groups.

(a) Belief in the worth and achievability of the task. This is in line with the practicality ethic (Doyle and Ponder, 1977), demands of presentism (Lortie, 1975), concreteness in instruction, and explicit relevance to classroom situation (Bierly and Berliner, 1982).

b) Credible leadership. Contrary to findings that teachers prefer to be instructed by teachers (Bierly and Berliner, 1982; Betz, Jensen and Zigarni, 1978), the field studies indicated credibility to be independent of a person's assigned position. Credibility appears to be directly related to the person's ability to deliver the goods, that is, in the eyes of other participants to make a worthwhile contribution to achieving the task at hand. Impressionistic data suggests that these leaders typically possess an intimate knowledge of the project and a sensitivity to the implications for schools; a repertoire of instructional,

interpersonal and group process skills; and management skills. The above characteristics of credible leaders relate closely to those identified in the literature (Fullan, Miles and Taylor, 1980; Mulford, 1980; Joyce and Showers, 1982; Fullan, 1982; Garmston, 1987; Fairbrother and McKenzie, 1987).

(c) Division of Labour. Three roles were common: content specialist, process specialist and recipient. Content specialists were the source of or had access to relevant knowledge (people, materials, books, electronic media). Process specialists maintained group cohesion, on-task orientation and personnel welfare as well as teaching group leadership skills.

(d) Matching. Considerable attention was given to matching expectations, learning experiences and management to individuals and their contexts in terms of adult learning processes. Writers such as Bents and Howey (1981), Sprinthall and Thies-Sprinthall (1983) and Knowles (1978) have emphasised the importance of matching.

(e) Collegiality. Collaboration amongst colleagues is fragile and easily undermined by inappropriate working conditions (Lortie, 1975, Lanier and Little, 1986). Showers (1983) reported that joint planning was the most valued of the peer coaching agreements but also the least practical. Lawrence et al (1974) concluded from their review of the literature that programs in which teachers provided mutual assistance were more effective than when they worked alone. Holley (1982) found that teachers preferred activities that allowed

them to work with colleagues. Lanier and Little (1986, 862) argue:

> By teachers' reports collegial work adds to the pool of ideas and materials, the quality of solutions to curricular problems, and teachers' own confidence in their collective and individual ability to refine their worth.

Gall and Renchler (1985) looked at three aspects of collegial grouping: individually based versus group based instruction, homogeneous versus heterogeneous grouping with respect to school responsibilities, and same school versus different school grouping. They concluded: '... we could locate no evidence as to the relative effectiveness of variations in these groupings' (Gall and Renchler, 1985, 21).

In the field studies in Queensland, New South Wales and Western Australia, collegiality developed when there was sufficient time for group members to build trust and respect through regular meetings; leadership was sensitive and authoritative (distinct from authoritarian); groups were small (8-10); and a spirit of professional inquiry and assistance prevailed.

(f) Effective management. In each of the projects studied one person carried out the major managerial duties. These included arranging schedules, access to resources, meeting programs and administrative details (funding, release time, travel, accommodation, payment of consultants, material distribution). More significantly it involved keeping a finger on the pulse of the project, maintaining interest and effort, and initiating new members occasioned by transfer or recruitment.

Learning Incentives and Rewards

Teacher reward structures and incentives are an important feature of school organization. Schooling, as an enterprise, places little emphasis on rewarding cumulative professional learning and mastering the craft of teaching (Lanier and Little, 1986). Gall and Renchler (1985) found no empirical studies designed to test the relationships between rewards/incentives, teachers' willingness to participate in inservice education and their degree of satisfaction. The work of Crandell and Hord on commitment and co-operation and collaboration also underscores the complexity of the influence of organizational structures and motivation to enter and to continue with inservice programs.

Major extrinsic incentives for professional development are tied to terms of employment and conditions of work. Such rewards are scarce and often outside the control of the school, highly individualistic and linked to promotion and salary scales. Goodlad (1983, 45) claims the reward structure for inservice education:

> ... must shift from the individualistic activities now prevalent, to site-based attack on school problems, the quality of the workplace, and the needs of individual teachers.

The most common material compensations are release time, expenses, access to advisory groups and special consideration in the distribution of time, space and materials (Betz, Jensen and Zigarni, 1978; Griffin, 1983).

Intrinsic rewards appear to emerge from interaction with students and colleagues. Instructing other adults, the honour gained from colleague and public recognition for being successful in the enterprise, and approbation from authorities are major

psychological rewards (Schlechty and Whitford, 1983) and incentives to engage in further activities. Baker (1980) reported group pressure generated by school based programs incited participation.

Whether mandatory/co-operative or voluntary/ collaborative in character, teacher initial and continuing participation in an inservice education program is dependent on its promise to improve teacher interactions with students, and evidence of its immediate success. The work on intrinsic rewards and incentives correlates with teacher concern with the immediate and the practical (Lortie, 1975; Doyle and Ponder, 1977). Field work corroborates the conclusion that successful application of practices learnt through inservice is the primary motivation for entering and continuing with inservice programs. The adage holds true: nothing succeeds like success.

Learning Experiences

The learning experiences in the field studies by Logan (1987) and Sachs and Logan (1987) were diverse including tightly sequenced training sessions, group directed reflection on practice, scheduled clinical supervision with peers or consultants, instruction by colleagues or visitors, curriculum and materials production workshops, and discussions. They were conducted both during and outside of school hours with duration ranging from the residential course or workshops to informal discussions. The following aspects are now discussed, duration, coherence and continuity, pattern and tactics.

(a) Duration. Significant learning is a non-linear process requiring intensive effort over a prolonged period (McLaughlin and Marsh, 1978). The field studies and the literature indicate period of some three or more years. Loucks and Pratt (1979, 213) claim:

> Research indicates that three to five years are necessary to implement an innovation that is significantly different from current practice.

Runkel and Schmuck (1976) found in working with medium sized schools on organizational development, that approximately 160 hours direct training per staff member over a year was necessary for major results to occur. After three years of training and support, teachers in the Napa/Vacaville Project did not appear to have internalized the practices based in the theories of Madeline Hunter (Stallings and Krassavage, 1986; Robbins and Wolfe, 1987). These programs emphasized skill training. The Rand Study (McLaughlin and Marsh 1978) demonstrated that skill specific training influenced student gains and project implementation 'only in the short run'. They concluded that skill-specific training by itself did not support staff learning and change because it fosters mechanistic applications which are discontinued when external support or coercion is withdrawn.

The duration and extent of resource commitment required to achieve implementation of a new practice and self-sufficiency by the teachers' in its use are major concerns to sponsors. Since projects attract support for only a limited period initial planning needs to make explicit how the learning group is to become self-sufficient and the time line for its achievement.

(b) Coherence and Continuity. The field studies raised three aspects of continuity and coherence: regularity, singularity and maintenance.

The regularity of structured learning experiences was a significant feature of the exemplary programs Howey, Yarger and Joyce (1978) found that short, episodic, disjointed sessions were actually counterproductive to learning.

Singularity of focus is a second aspect of continuity and coherence. Inservice education is only one among many competitors for people's attention. Further, the suite of inservice possibilities and programs on offer, including mandatory and voluntary activities within a district is characteristically diverse, disjointed and reactive to outside pressures. One consequence is an inservice curriculum driven by content coverage rather than performance mastery. Field studies (Logan, 1987, Sachs and Logan 1987) illustrated the importance of schools maintaining a limited focus for their inservice program. Although not able completely to quarantine themselves, successful schools were mindful of current commitments and the consequences of extended involvement.

Maintaining programs across school years is a third aspect of continuity. Stability of key staff at district and school level is a major influence, but some programs continue despite changes in key personnel. These programs, either district or school based, had explicit policies and procedures for initiating new members, and continuing management structures.

(c) Pattern. The literature (Knowles, 1973; Berman and McLaughlin, 1978; Joyce and Showers, 1980; Fullan, 1982;

Sprinthall and Sprinthall, 1983; Smyth 1986) and the field studies support the view that professional development is an iterative, heuristic learning process of hypothesis setting and testing through discussion and application. It consists of four phases: concern identification, instruction (including skills training), practice and reflection. Any phase can serve as a beginning and progress moves in any direction. For example, one might start with a concern about an aspect of practice, reflect upon it and then try out an idea, or alternatively seek and help (instruction), think it through (reflection) and then try the idea in practice.

(d) Tactics. Joyce and Showers (1980) identified that the following components were common in successful training programs: theory, demonstration, modelling, practice, feedback and coaching for transfer. Given the limitations of training based programs, these components need extending if teachers are to change what they think as well as what they do. Reflection provides such a component.

Smyth (1986) drawing on Habermas (1973) and Van Manen (1977) describes three forms of reflection: technical, practical and critical. Technical reflection is characterised by the application of given knowledge (scientific, experiential, bureaucratic or folklore) to attain given ends. The ends themselves are not questioned since the major preoccupation is with the greatest economy, effectiveness and efficiency. Schooling as a social enterprise remains unproblematic. Concerns are limited to the technology of teaching. Practical reflection is focussed on clarifying the assumptions that underlie practice. Actions are viewed as being linked inextricably to value

commitments. Moral debate over the worth of the current ends and means and those of alternatives, characterises this form of reflection. Critical reflection is directed towards emancipatory interests. It endorses:

> ... the self-reflective stance of the 'practical' in explicating the aims and values of adopted moral positions in education and schooling. But it goes further. What is unique about critical reflection is its concern about the way in which educational goals and practices became systematically and ideologically distorted by structural forces and constraints at work in educational settings.
> (Smyth 1986, 17-18)

Finally, the field studies undertaken in Western Australia and New South Wales by the authors support the value of residential and inter school courses and workshops particularly for rural staff. Huberman and Crandall (1983) suggest that rural teachers require more structured assistance than their urban colleagues because of their limited access to support staff within both the school and district. Well conducted residential sessions which were integral to a total program, appeared to have been an effective way to compensate for professional isolation both in the Kimberley mathematics project and the New South Wales school leadership project.

The following 10 questions focus attention on the issues raised in the above discussion.

1. Is there access to content and group process specialists?

   Yes .... No ....

2. What are the opportunitites for collegial learning?

   .....

3. Is there an adequate management structure? Yes ... No ...

4. How is incremental success built in as a source of reward and incentive? .....
5. Is the program long enough for learning to be mastered and applied? Yes .... No....
6. Does the program follow the pattern: concern, identification, instruction, application, reflection? Yes ... No ...
7. Which of the following tactics are included? theory ..., demonstration ..., simulation ..., feedback ..., coaching...
8. What form of reflection is included?
   Technical ..., Practical ..., Critical ...
9. How are structured and demand based support made available?
10. How is continuity of the program provided in subsequent years?

Previous sections outlined the rationale for the checklist. We now demonstrate its application with examples.

USE OF THE CHECKLIST

The process of proposal submission and evaluation proposed here consists of two steps. Step 1, the Expression of Interest, provides the sponsor with information on which to judge the worth of the proposed program. An Expression of Interest would consist of a brief statement of the issue, its significance, intended outcomes, and means to evaluate attainment of these. Proposers of those programs judged by the sponsors to be worth further consideration would then complete Step 2.

Step 2, the Statement of Action details the setting and activities designed to achieve the goals stated in the Expression of Interest.

CHECKLIST FOR DESIGNING OR EVALUATING INSERVICE EDUCATION PROPOSALS

EXPRESSION OF INTEREST

Name of Project .....

1. Is this an inservice education project? Yes ..... No .....

2. What type of program is it?
   - Reorienting (Current Duties) ....
   - Reorienting (New Duties) ....
   - Initiating (New Positions) .....
   - Initiating (New Practices) ....
   - Refining (Current Practice) ....

3. Does the program address social policy implementation, school improvement or individual development?
   - Social Policy .....
   - School Improvement .....
   - Individual Development .....

4. Is it school or classroom focused? School ....Classroom ....

5. Is the outcomes configuration realistic in respect to goals, and to the collection of evidence and use?
   - Goals Yes ..... No .....
   - Evidence Yes ..... No .....

6. To what degree do the expected outcomes match the priorities of the sponsor? High ....Medium ....Low ....

CHECKLIST FOR DESIGNING AND EVALUATING INSERVICE EDUCATION PROPOSALS

ACTION STATEMENT

Name of Project .....
Outcome Configuration: (From Expression of Interest)

Setting

AS1 What managerial and technical sponsorship will be provided by central office, district office, school?
- Central ..... District .....
- School Administration .....
- .....

AS2 Is the program based on prior or post-facto commitment?
- Prior ..... Postfacto .....

AS3 What are the means for teachers to exercise ownership and responsibility through collaboration?
- .....
- .....
- .....
- .....

AS4 Do the work conditions allow adequate time for learning?
- .....
- .....

Design

D1 Is there access to relevant content and group process specialists? Yes ..... No .....

D2 What are the opportunities for collegial learning? .....

D3 Is there an adequate management structure? Yes ..... No .....

D4 How is incremental success built in as a source of reward and incentive? .....

D5 Is the program long enough for learning to be mastered and applied? Yes ..... No .....

D6 Does the program follow the pattern: identification, instruction, application, reflection? Yes ..... No .....

D7 Which of the following tactics are included? Theory ....Demonstration .... Simulation ..... Feedback ..... Coaching .....

D8 What form of reflection is included? Technical ..... Practical ....Critical ...

D9 How are structured and demand based support available? .....

D10 How is continuity of the program provided in subsequent years? .....

Example Applications of the Checklist

(The following are illustrative not exemplary.)

Example A: Educational Leadership Project

Expression of Interest

The purpose of this project is to provide one means for the development of a practical theory of school leadership. The project is of immediate interest to everyone who wants to influence schooling. Schools are viewed as cultures with adminstrators as cultural leaders. The project originates from a concern that the rapid development of theory has not been matched by exemplary practice.

Issues addressed will inclue the use of power, leadership as cultural action, curriculum development, staff development and the school-community. These issues will be addressed through a series of workshops designed to produce a monograph and audio-visual materials for a general practitioner audience.

CHECKLIST FOR DESIGNING OR EVALUATING INSERVICE EDUCATION PROPOSALS

EXPRESSION OF INTEREST

Name of Project: Educational Leadership.....

1. Is this an inservice education project? Yes ..... No ..✓...

2. What type of program is it?
   - Reorienting (Current Duties)....
   - Reorienting (New Duties) .....
   - Initiating (New Positions) .....
   - Initiating (New Practices) .....
   - Refining (Current Practice) ....

3. Does the program address social policy implementation, school improvement or individual development?
   - Social Policy .....
   - School Improvement .....
   - Individual Development .....

4. Is it school or classroom focused? School .... Classroom ....

5. Is the outcomes configuration realistic in respect to goals, and to the collection of evidence and use?
   - Goals Yes ..... No .....
   - Evidence Yes ..... No .....

6. To what degree do the expected outcomes match the priorities of the sponsor? High .... Medium .... Low ....

Assessment

This project does not meet the conditions of the definition (Q1). It is a materials development project and is therefore subject to a different set of criteria to those given here.

Recommended Action: Encourage proposers to submit proposal to state department of education.

Example B: Principals' Program

Expression of Interest

The significant influence of the principal as curriculum and instructional leader on school effectiveness is well documented in the literature. It is recognized that many principals do not exhibit the attitudes, behaviour and knowledge that research indicates are required for successful leadership.

It is proposed to conduct a week long residential program for principals from rural and provincial school on recent development in curriculum and teaching tactics. The program will consist of lectures, problem solving workshops and the development of an action plan by each participant for the rest of the year. Reports of the implementation of these plans will be forwarded to the course organizers in September.

CONFIGURATION OF OUTCOMES

	OUTCOMES	RANK	EVIDENCE	COLLECTION AND INTERPRETATION
1	Confidence in capacity to lead school	E	Type of leadership style and the activities carried out	(A) Accepts criticism and advice (B) Assumes responsibility for the school (C) Willing to debate alternatives and own position (D) Able to describe and explain actions and programs
2	Principals model values such as openness, trust, humility and flexibility	E	Relationships on staff are relaxed. Professional activities freely discussed	(A) Willing to show and talk about what is occurring in the school (B) Communication is to-way (C) Expect people to do their best (D) Admit limitations (E) People's ideas, feelings and actions treated with respect
3	Principals question current practices and ideas in the school	E	Ideas and practices are systematically reviewed	(A) Reflects on current situation (B) Uses evidence to judge current situation and alternatives
4	Principals justify their actions	E	Principals describe and explain their actions	(A) Discuss/explain/debate intentions, actions and outcomes (B) Invites contributions from those around them
5	The seminar stimulates self-motivation	E	As a result of the seminar the Principal is motivated to offer inservice activities	(A) Commences activities on own (B) Has stimulated others to initiate activities
6	Curriculum leadership within schools is the major focus of the program	E	Principal is viewed by teachers as a valuable curriculum/instruction adviser Curriculum is co-ordinated and appropriate Seminar focused on curriculum leadership	(A) Curriculum is co-ordinated, monitored and evaluated across the school (B) Curriculum matches the children (C) Curriculum is balanced across subjects, range of teaching styles, and approaches (D) Range of evaluation techniques used (E) Range of curricular models to suit children, task and context (F) Teachers consult the Principal on curriculum/ teaching matters

CONFIGURATION OF OUTCOMES (continued)

	OUTCOMES	RANK	EVIDENCE	COLLECTION AND INTERPRETATION
7	Confidence in capacity to lead school	E	Type of leadership style and the activities carried out	(A) Accepts criticism and advice (B) Assumes responsibility for the school (C) Willing to debate alternatives and own position (D) Able to describe and explain actions and programs
8	Principals model values such as openness, trust, humility and flexibility	E	Relationships on staff are relaxed. Professional activities freely discussed	(A) Willing to show and talk about what is occurring in the school (B) Communication is to-way (C) Expect people to do their best (D) Admit limitations (E) People's ideas, feelings and actions treated with respect
9	Principals question current practices and ideas in the school	E	Ideas and practices are systematically reviewed	(A) Reflects on current situation (B) Uses evidence to judge current situation and alternatives
10	Principals justify their actions	E	Principals describe and explain their actions	(A) Discuss/explain/debate intentions, actions and outcomes (B) Invites contributions from those around them
11	The seminar stimulates self-motivation	E	As a result of the seminar the Principal is motivated to offer inservice activities	(A) Commences activities on own (B) Has stimulated others to initiate activities
12	Curriculum leadership within schools is the major focus of the program	E	Principal is viewed by teachers as a valuable curriculum/instruction adviser Curriculum is co-ordinated and appropriate Seminar focused on curriculum leadership	(A) Curriculum is co-ordinated, monitored and evaluated across the school (B) Curriculum matches the children (C) Curriculum is balanced across subjects, range of teaching styles, and approaches (D) Range of evaluation techniques used (E) Range of curricular models to suit children, task and context (F) Teachers consult the Principal on curriculum teaching matters

CHECKLIST FOR DESIGNING OR EVALUATING INSERVICE EDUCATION PROPOSALS

EXPRESSION OF INTEREST

Name of Project: Principals' Program.....

1. Is this an inservice education project? Yes ..✓.. No .....

2. What type of program is it?
   - Reorienting (Current Duties) ....
   - Reorienting (New Duties) ....
   - Initiating (New Positions) .....
   - Initiating (New Practices) .....
   - Refining (Current Practice) ..✓..

3. Does the program address social policy implementation, school improvement or individual development?
   - Social Policy .....
   - School Improvement ..✓..
   - Individual Development .....

4. Is it school or classroom focused? School ....Classroom ....

5. Is the outcomes configuration realistic in respect to goals, and to the collection of evidence and use?
   - Goals Yes ..... No ..✓..
   - Evidence Yes ..... No ..✓..

6. To what degree do the expected outcomes match the priorities of the sponsor? High .... Medium ..✓. Low ....

Assessment

The project meets the criteria for consideration as an inservice program (Q1) designed to refine current leadership practices (Q2) in order to improve schooling (Q3). It is school focused. The outcomes configuration is unrealistic in the number of outcomes stated, the degree of behavioural change, and the lack of discrimination between essential and desirable outcomes (Q5). Even if the outcomes match the sponsor's priority closely, the unspecific nature of the configuration suggests a lack of conciseness and clarity in planning. Further the evidence sections don't specify clearly how the data are to be collected and used to expediate evaluation. It is of medium priority (Q6).

Recommended Action: Employing authority finance the project

Example C: Community Mathematics Project

The purpose of the Community Maths Project is to present an alternative to the top down form or organization to develop a mathematics program for Aboriginal secondary students which meets their cultural and personal characteristics while satisfying the standard requirements set by the accrediting authorities. The teachers will at once be the creators and the implementers of the program working in liaison with the communities in each of the 11 participating schools and an executive officer. This officer's task will be to service the working group of principals and the teacher of mathematics in each participating school.

The following principles inform the project.

1. Teacher development is a prerequisite of curriculum development, which in turn is a means for teacher development.
2. Principals and teachers of mathematics from each school need to be involved.
3. Principals require training in leadership and management skills to work with teachers on changing classroom teaching.
4. Teachers need sensitizing to the particular needs, learning styles and mathematical constructs of Aboriginal adolescent learners and to master teaching practice which accommodates these characteristics.
5. The life chances of Aboriginal children will be enhanced by improving their performance in accredited mathematical programs.

Configuration Statement Inter-Outcome Evidence	Rank	Evidence	Collection and pretation of
1. Teachers and principals plan mathematics units suitable for their Aboriginal students	E	Materials student performance	Materials, teacher constructed tests, student achievement
2. Teachers and principals leave new teaching and curriculum development skills	E	Materials, teaching practices	Observation and reported practice
3. Local community contribute	E	Negotiation involvement in the planning and teaching	Observation, reported practice
4. Participants learn new group skills	D	Collegial patterns of communication	Observation, teacher reports

CHECKLIST FOR DESIGNING OR EVALUATING INSERVICE EDUCATION PROPOSALS

EXPRESSION OF INTEREST

Name of Project ....Community Mathematics Project.....

1. Is this an inservice education project? Yes ..✓... No .....

2. What type of program is it?
   - Reorienting (Current Duties) ..✓..
   - Reorienting (New Duties) .....
   - Initiating (New Positions) .....
   - Initiating (New Practices) .....
   - Refining (Current Practice) .....

3. Does the program address social policy implementation, school improvement or individual development?
   - Social Policy ..✓..
   - School Improvement .....
   - Individual Development .....

4. Is it school or classroom focused? School ..✓..Classroom ....

5. Is the outcomes configuration realistic in respect to goals, and to the collection of evidence and use?
   - Goals Yes ..✓.. No .....
   - Evidence Yes ..✓.. No .....

6. To what degree do the expected outcomes match the priorities of the sponsor? High ..✓...Medium .....Low ....

Assessment

The program principally focuses on teacher development through the preparation and implementation of a mathematics program (Q6). It requires significant changes to planning, teaching and managing by principals and teachers (Q2) to enhance Aboriginal students life opportunities (Q3). The program focuses on the secondary section and involves both school and classroom (Q4). The Outcomes Configuration (Q5) is a clear statement of purpose, evidence and its utilisation. The program addresses a key area of social policy and is given a higher priority.

Recommended Action: Proposers submit Statement of Action

STATEMENT OF ACTION

Name of Project .. Community Mathematics Project

The project has been planned by the principals of the 11 participating schools and is supported by the Aboriginal Education Branch through a supplementary grant to subsidize travel costs and by the Regional Director who has agreed to sanction time out of schools required for the principals and teachers from the participating schools to meet.

The project is designed to continue over a period of three years under the direction of a management committee consisting of the principals and teachers involved. Continuity of staff will be a problem which can be overcome through an induction program for new principals and teachers.

Employment of outside expertise is essential in the areas of mathematics education. Aboriginal learners, teaching techniques, curriculum development and the management of change. Therefore

the project will employ a full-time executive officer to carry out research and development tasks for the group, and specialists as required. In the early stages a group-process specialist will be employed for each working sessions.

The management of the project will be by a group of principals in collaboration with teachers and local community. This group will be responsible for finance, administration of working sessions, employment of consultants, etc. Arrangements within each school will be the responsibility of the principal.

The project will consist of six meetings per year of the principals and teachers concerned from each school plus the relevant consultants. The task of each three day meeting will be to:

1. Develop a unit of work for application in schools
2. Rehearse appropriate teaching tactics
3. Rehearse management concerns
4. Evaluated previous units

CHECKLIST FOR DESIGNING AND EVALUATING INSERVICE EDUCATION PROPOSALS

ACTION STATEMENT

Name of Project ....Community Mathematics Project.....
Outcome Configuration: (From Expression of Interest)

Setting

AS1	What managerial and technical sponsorship will be provided by central office, district office, school?	Central ..✓.. District ..✓.. School Administration ..... (Travel funds from AEB Release time RD)
AS2	Is the program based on prior or post-facto commitment?	Prior ..✓.. Postfacto ..... (By principals)
AS3	What are the means for teachers own to exercise ownership and responsibility through collaboration?	Principals as initiators the program. Teachers work with them in the program and commitment should develop
AS4	Do the work conditions allow adequate time for learning?	24 days for group meetings

Design

D1	Is there access to relevant content and group process specialists?	Yes ..✓... No .....
D2	What are the opportunities for collegial learning?	Residential group meetings
D3	Is there an adequate management structure?	Yes ..✓... No ..... (By the principals)
D4	How is incremental success built in as a source of reward and incentive?	Units to be developed, trialled and evaluated by all with help of consultants at regular meetings
D5	Is the program long enough for learning to be mastered and applied?	Yes ..✓... No .....
D6	Does the program follow the pattern: identification, instruction, application, reflection?	Yes ..✓... No .....
D7	Which of the following tactics are included?	Theory ..✓... Demonstration .... Simulation ..... Feedback ..✓... Coaching ..✓...
D8	What form of reflection is included?	Technical ..... Practical ..✓... Critical ....
D9	How are structured and demand based support available?	Consultants, collegial groups, principal
D10	How is continuity of the program provided in subsequent years?	Executive group has 3 year aim. Need plan for initiating new members.

Assessment

The program follows an action research model. A unit of material is developed to address a perceived problem by the group. It is trialled in each school with the teacher and principal working together to identify problems, to develop modifications and to identify strengths which can be transferred to other units. These data are then evaluated in group meetings, revisions made and a second version developed.

In addition to this task, participants will identify further topics and to develop outlines for the group's consideration before their next meeting.

The Central and District commitment has been expressed in monetary and release support (AS1) and there is commitment from the principals (AS2) who have submitted the proposal and will be responsible for its management (AS3). There is no mention of work conditions in schools but 24 days have been budgetted for group meetings (AS4). Employment of process and group specialists is provided for to carry out the developments associated with program production, teacher development and principal development (D1). Time to achieve these is limited and telephone support on demands should be considered. Collegiality is a feature of the program and the residential sessions are essential for programs in remote areas (D2). Management is vested in an executive of principals across the program and the principals in each school for financial accountability, communication, quality control, employment of specialists, continuity intra and inter years, and relations with funding and employing authorities. A strong feature is the employment of an executive officer who will be responsible for carrying out some of the support tasks. The action research design (D6) allows for incremental success with reward and incentive coming through working with colleagues and consultants (D4). The program is long term (D5) and there is provision for continuity (D6) with structured support through meetings and some demand based support through principals and teachers working as colleagues (D).

Consideration should be given to increasing demands and structured support through a telephone based advisory service.

The specifics of the training sessions are unclear (D7). Theory, demonstrated, and coaching should be built into each development session and the ensuing application of materials and skills in the classroom.

Reflection seems to be mainly practical based on analysing work of students and description of teachers' problems and successes (D8).

Meetings will take place in different schools which will allow participants to gain first hand experiences of colleagues conditions (D2).

Budget: (Detailed Budget would be included).

Recommended Action: Grant budget.

CONCLUSION

In this document a checklist to be used in the design and evaluation of inservice education proposals is developed. It is envisaged that the checklist has wide application at the national, state, district and school level. The checklist should not be seen as a score card which tells sponsors the worth or success of projects, rather it points to key issues that designers or sponsors need to pay attention to, and pass judgements on, when developing and assessing inservice education programs.

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